

## Message Text

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ACTION IO-13

INFO OCT-01 NEA-10 ISO-00 CIAE-00 COME-00 EB-08 INR-07  
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E.O. 11652: N/A (DECONTROL ON RECEIPT)  
TAGS: ILO, ELAB, XB  
SUBJECT: INFORMATION ON ILO ACTIVITIES IN PAKISTAN

REFERENCE: A. STATE 003255 B. 018013

1. INTRODUCTION AND SUMMARY: ILO ACTIVITIES IN PAKISTAN HAVE BEEN PRIMARILY IN FUNDING EXPERTS TO PREPARE STUDIES ON LABOR AND MANPOWER PROBLEMS AND TO ASSIST THE GOP IN FORMULATING POLICIES DESIGNED TO OVERCOME THESE PROBLEMS. IN ADDITION THE ILO HAS DEvised PROGRAMS THAT PROVIDE EDUCATIONAL/VOCATIONAL TRAINING TO WORKERS IN SELECTED FIELDS AND PROVIDE FINANCIAL SUPPORT IN THE FORM OF FELLOWSHIPS AND SCHOLARSHIPS TO GOP OFFICIALS INVOLVED IN LABOR AND MANPOWER AFFAIRS TO STUDY ABROAD OR AT APPROPRIATE INSTITUTIONS IN PAKISTAN. ILO EFFORTS IN PAKISTAN HAVE BEEN MODEST WHEN COMPARED TO THE OVERALL ASSISTANCE PROGRAM IN THE COUNTRY FROM A VARIETY OF DONOR ORGANIZATIONS AND COUNTRIES. THE LOCAL ILO REP REPORTED HIS EXPECTED BUDGET FOR 1977-81 IS \$6-8 MILLION. ONE REASON FOR THIS MODEST PROGRAM IS THE LOW PRIORITY THE GOP PLACES ON LABOR AND MANPOWER ISSUES, AS A RESULT OF THE SUCCESSFUL POLICY OF AID DONORS IN CONCENTRATING THE GOP DEVELOPMENT EFFORTS TOWARDS THE RURAL SECTOR WITH ITS INTEGRATED RURAL DEVELOPMENT PROGRAM.

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2. BECAUSE OF THE GOP'S EMPHASIS ON THE RURAL SECTOR THE LOCAL ILO REP HAS HAD DIFFICULTY IN GENERATING ENOUGH HIGH LEVEL INTEREST AND POLITICAL WILL IN THE GOP TO HELP FORMULATE PROGRAMS AND IMPLEMENT POLICIES THAT AFFECT MANPOWER AND LABOR PROBLEMS. AS A RESULT MANY OF THE ILO'S PROPOSALS AND RECOMMENDATIONS ARE IN A STATE OF LIMBO, NEITHER ACCEPTED NOR ACTUALLY REJECTED BY THE GOP. THE MOST COMMON REFRAIN THAT THE

ILO REP HEARS FROM THE ECONOMIC AFFAIRS DIVISION (EAD), THE AGENCY RESPONSIBLE FOR APPROVING AND COORDINATING ASSISTANCE AND DEVELOPMENT PROGRAMS, IS THAT HIS PROJECT PROPOSALS AND THE RECOMMENDATIONS MADE BY ILO CONSULTANT ARE "UNDER REVIEW". THE

ILO REP IS NOT ALONE IN HIS COMPLAINT ON THIS SCORE. IN CONVERSATIONS WITH MINISTRY OF LABOR AND MANPOWER OFFICIALS, THEY FRANKLY STATE THAT THEY CANNOT GET THE POLITICAL LEVELS OF THE GOP TO FOCUS ON LABOR AND MANPOWER ISSUES, AS A RESULT SEVERAL PROPOSED PROJECTS AND RECOMMENDATIONS LANGUISH IN EAD. ANOTHER ASPECT OF THIS PROBLEM IS THAT ONCE AN ACTIVITY IS APPROVED IMPLEMENTATION IS OFTEN SLOW AND DEADLINES MISSED. THIS IS MOST NOTICABLE IN ILO SPONSORED STUDIES WHEN DISCUSSION BY THE GOP REGARDING IMPLEMENTATION OF THE CONCLUSIONS/RECOMMENDATIONS OF THESE STUDIES DRAGS ON INTERMINABLY.

3. ON THE ISSUE OF TRIPARTISM, FOR THE MOST PART EMPLOYER AND WORKER ORGANIZATIONS HAVE NOT BEEN INVOLVED IN THE FORMULATION OF PROJECT PROPOSALS ALTHOUGH THESE GROUPS HAVE HAD A MODEST ROLE IN THEIR IMPLEMENTATION. HOWEVER GIVEN THE CENTRALIZED NATURE OF THE DECISION MAKING PROCESS IN PAKISTAN IT IS NOT SURPRISING THAT ONLY GOP OFFICIALS ARE INVOLVED IN THE FORMULATION OF PROJECTS THAT AFFECT THE MANPOWER AND LABOR SECTORS OF THE COUNTRY. SINCE 1972, BASED ON A RECOMMENDATION OF THE MINISTRY OF LABOR, AN ANNUAL TRIPARTITE LABOR CONFERENCE HAS BEEN HELD TO ALLOW LABOR AND MANAGEMENT TO AIR THEIR VIEWS ON ISSUES AFFECTING THEM. IN SOME CASES, THE MINISTRY OF LABOR AND THE ILO OFFICE HERE HAVE MADE PROJECT PROPOSALS BASED ON IDEAS GENERATED BY THESE CONFERENCES. AT PRESENT THE LIMITED OFFICIAL USE

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LOCAL ILO REP IS ACTIVELY WORKING TO ENCOURAGE THE GOP TO ALLOW GREATER WORKER/EMPLOYER PARTICIPATION IN THESE PROGRAMS. TO ACCOMPLISH THIS HE IS ATTEMPTING TO CONVINCE THE GOP TO SET UP REGULAR TRIPARTITE MEETINGS AS AN EXTENSION OF THE ANNUAL TRIPARTITE CONFERENCE (PERHAPS ALONG THE LINES OF A WORKING COMMITTEE). THIS COMMITTEE WOULD THEN BE CONSULTED REGARDING ANY PROPOSED ACTIVITIES INVOLVING LABOR OR MANPOWER ISSUES. ALTHOUGH MINISTRY OF LABOR OFFICIALS ARE ENTHUSIASTIC ABOUT THE IDEA AND SUPPORT THE ILO REP'S INITIATIVE, POLITICAL LEVELS OF THE GOP REMAIN SCEPTICAL OF ALLOWING WORKERS GREATER VOICE IN THEIR AFFAIRS AND THE PROPOSAL HAS NOT YET BEEN APPROVED.

4. THE QUESTION OF WHETHER ANY OF THE ILO'S PROJECTS IN PAKISTAN CAN BE IDENTIFIED AS CLEARLY SUCCESSFUL CANNOT BE ANSWERED AT THIS TIME BECAUSE FOR THE MOST PART THE PROJECTS OPERATING OVER THE LAST TWO YEARS HAVE EITHER NOT BEEN COMPLETED OR, IN THE CASE OF STUDIES, THEIR RECOMMENDATIONS/CONCLUSIONS ARE STILL UNDER CONSIDERATION BY THE GOP. WHERE IT IS POSSIBLE TO MAKE A JUDGMENT, IT HAS BEEN INCLUDED UNDER THE PARTICULAR ACTIVITY.

THE ILO PROGRAM IN PAKISTAN HAS BEEN MODEST AND THE IMPACT OF ITS ACTIVITIES HAS NOT BEEN GREAT. THIS IS PRIMARILY DUE TO THE RELATIVELY LOW PRIORITY THE GOP PLACES ON LABOR AND MANPOWER AFFAIRS. ILO PROJECTS HERE HAVE HAD LIMITED SUCCESS ALTHOUGH THEY HAVE FAILED TO INCREASE GOP AWARENESS IN THE LABOR/MANPOWER FIELD. THE ILO OFFICE IS ATTEMPTING TO COORDINATE ITS PROGRAMS WITH THE GOP'S PRIORITIES IN DEVELOPMENT ACTIVITY AND THE ILO'S SUCCESS HERE WILL DEPEND ON HOW WELL IT CAN ORDER ITS PRIORITIES TO THOSE OF THE GOP. END INTRODUCTION AND SUMMARY.

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5. THE FOLLOWING INDIVIDUAL PROJECT ANALYSES ARE KEYED TO PARAGRAPH 2 OF REFTEL B. THE INFORMATION ON THESE ACTIVITIES WAS OBTAINED FROM CONVERSATIONS WITH THE LOCAL ILO REP AND MINISTRY OF LABOR OFFICIALS. BECAUSE OF GOP SENSITIVITY REGARDING CONTACTS BETWEEN LABOR LEADERS AND FOREIGNERS, ESPECIALLY DURING THE PRESENT ELECTION CAMPAIGN, NO CONTACT WITH LABOR OFFICIALS WAS POSSIBLE. THE LOCAL ILO REP WAS MOST COOPERATIVE IN FURNISHING THE INFORMATION AND GAVE THE REPORTING OFFICER A FACT SHEET ON ILO ACTIVITIES IN PAKISTAN THAT HE HAD PREPARED FOR HANDOUT TO ANYONE INTERESTED.

1) SOCIAL SECURITY. EMBASSY HAS NO INFORMATION ON THIS PARTICULAR PROJECT. IT IS POSSIBLE THAT THIS IS ONE OF THOSE PROJECTS MENTIONED ABOVE THAT, ALTHOUGH APPROVED, HAVE NOT BEEN IMPLEMENTED.

2) MANAGEMENT TRAINING. AGAIN EMBASSY HAS NO INFORMATION ON THE PROJECT. THE ILO REP ADVISED THAT THERE IS AN ACTIVITY FOR MANAGEMENT TRAINING THAT HAS BEEN APPROVED BUT THAT THE PROJECT

IS NOT YET OPERATIONAL. THIS PROJECT IS ENTITLED "ASSISTANCE TO THE MANPOWER DEVELOPMENT PROGRAM OF THE BOARD OF INDUSTRIAL MANAGEMENT (BIM)." THE LONG RANGE OBJECTIVE OF THIS UNDP/ILO FUNDED PROJECT IS TO ENSURE THE OPTIMUM UTILIZATION OF THE HUMAN, FINANCIAL, AND MATERIAL RESOURCES OF THE COUNTRY BY MEANS LIMITED OFFICIAL USE

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OF ENSURING MANAGERIAL COMPETENCE TO ACHIEVE THE HIGHEST POSSIBLE LEVEL OF ECONOMIC AND SOCIAL PROGRESS. IT IS ESPECIALLY DIRECTED TO THE PUBLIC SECTOR AND INVOLVED UNDP/ILO INPUTS AMOUNTING TO \$270,864. IT HAS BEEN RECENTLY APPROVED FOR IMPLEMENTATION IN CY 1977 AND THE PROJECT DOCUMENT IS BEING FINALIZED.

3) MANPOWER PLANNING. UNDP/ILO EMPLOYMENT PROMOTION AND MANPOWER PLANNING PROJECT. THIS IS AN ONGOING PROJECT THAT WILL BE COMPLETED BY THE END OF CY 1977. ITS MAIN OBJECTIVE IS TO IDENTIFY MAJOR EMPLOYMENT PROBLEMS AND HELP FORMULATE AN EMPLOYMENT POLICY WITH SPECIAL EMPHASIS ON AN IMMEDIATE PROGRAM FOR RURAL EMPLOYMENT PROMOTION. A RURAL EMPLOYMENT EXPERT COMPLETED HIS ASSIGNMENT IN SEPTEMBER 1976 BUT RETURNED TO PAKISTAN AT THE REQUEST OF THE GOP FOR DISCUSSION OF HIS REPORT. OF THE TOTAL OF \$137,455 PROGRAMMED, PROVISION FOR A CONSULTANT IN MANPOWER INFORMATION PROGRAMS FOR THREE MONTHS, CONSULTANTS IN TRAINING FOR FOUR MONTHS, SEVEN FELLOWSHIPS AND SOME EQUIPMENT REMAIN TO BE PROVIDED. THIS ACTIVITY HAS BEEN DELAYED SOMEWHAT BY THE RECALL OF THE CONSULTANT AT THE REQUEST OF THE PLANNING COMMISSION FOR DISCUSSION OF HIS REPORT.

4) OCCUPATIONAL HEALTH AND SAFETY. THIS IS AN ONGOING UNDP/ILO FUNDED PROJECT TO STRENGTHEN THE FACTORY INSPECTORATE IN SIND AND PUNJAB PROVINCES, ULTIMATELY TO IMPROVE CONDITIONS OF OCCUPATIONAL SAFETY AND THE HEALTH OF WORKERS. THE PROJECT IS DESIGNED TO TRAIN FACTORY INSPECTORS IN MODERN METHODS OF TESTING OF INDUSTRIAL WORKERS AND TO PROVIDE BASIC MODERN TESTING EQUIPMENT FOR THIS PURPOSE. THE COST OF ONE EXPERT IN THIS FIELD AND THE EQUIPMENT NECESSARY IS \$131,600. THE EQUIPMENT FOR THIS ACTIVITY HAS ARRIVED IN COUNTRY AND THE CONSULTANT IS AWAITED.

5) SOCIAL SECURITY. THIS IS AN ILO/UNDP FUNDED PROGRAM THAT HAS JUST RECENTLY BEEN COMPLETED. THE ULTIMATE PURPOSE OF THE ACTIVITY IS TO IMPROVE THE EXISTING SOCIAL SECURITY FACILITIES FOR WORKERS WITHOUT RAISING THE COST TO THE WORKERS FOR INCREASED BENEFITS. THE ACTIVITY INVOLVED THE SERVICES OF THREE CONSULT-

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ED BENEFITS. THE ACTIVITY INVOLVED THE SERVICES OF THREE CONSULT-

ANTS IN THE FIELDS OF MEDICAL CARE ORGANIZATIONS, SOCIAL SECURITY LEGISLATION AND ORGANIZATIONS, AND AN ACTUARY. THE ILO EXPECTS THAT IF/WHEN THE RECOMMENDATIONS OF THE CONSULTANTS ARE IMPLEMENTED BY THE GOP, WORKERS WILL BE PROVIDED BROADER COVERAGE AT PRESENT COST. THE ILO REGIONAL ADVISOR IS PLANNING TO VISIT PAKISTAN IN MARCH/APRIL TO DISCUSS VARIOUS ASPECTS OF IMPLEMENTATION OF THE PROPOSALS OF THE CONSULTANTS WITH THE GOP. THIS PROJECT HAS HIGH LEVEL GOP INTEREST AND IT IS QUITE LIKELY THE GOP WILL MOVE QUICKLY TO IMPEMEY THE RECOMMENDATIONS OF THE CONSULTANTS.

6-8) EMBASSY UNABLE TO IDENTIFY THESE ACTIVITIES. HOWEVER THE FOLLOWING ACTIVITIES ARE KNOWN TO BE EITHER PALNNED OR IN THE PROCESS OF BEING IMPLEMENTED. THEY ARE BEING INCLUDED TO PRESENT A MORE COMPLETE PICTURE OF ILO ACTIVITIES IN PAKISTAN.

9) A SEVEN MEMBER EMPLOYMENT STRATEGY MISSION VISITED PAKISTAN AT THE END OF 1975 TO FORMULATE AN EMPLOYMENT STRATEGY FOR ENHANCING PRODUCTIVE EMPLOYMENT OPPORTUNITIES. A FOLLOWUP MISSION CAME IN AUGUST 1976. THE FINAL REPORT IS EXPECTED TO BE SUBMITTED TO THE GOP IN THE FIRST QUARTER OF 1977, AND THE PLANNING COMMISSION HAS AGREED TO TAKE THE INITIATIVE IN ARRANGING A FOLLOWUP NATIONAL WORKSHOP TO DISCUSS THE REPORT'S RECOMMENDATIONS.

10) A UNDP/ILO STUDY ON THE USE OF LABOR INTENSIVE TECHNIQUES ON THE INDUS SUPER HIGHWAY PROJECT WAS COMPLETED AND A REPORT SUBMITTED TO THE GOP IN SEPTEMBER 1976. DISCUSSIONS ARE NOW BEING HELD TO CLARIFY CERTAIN ISSUES COVERED BY THE REPORT.

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11) UNDP/ILO ASSISTANCE IS BEING PROVIDED IN THE FIELD OF TOURISM AND HOTEL TRAINING. A MORE COMPREHENSIVE UNDP/ILO FUNDED PROGRAM INVOLVING ASSISTANCE TO THE KARACHI HOTEL TRAINING INSTITUTE HAS BEEN APPROVED AND IS BEING FINALIZED FOR IMPLEMENTATION IN CY 1977. THE COST IS \$270,950.00.

12) PILOT CRAFT TRAINING FOR WOMEN AND GIRLS. THIS PROJECT HAS BEEN APPROVED BUT IS NOT YET OPERATIONAL. THE ILO INTENDS, WITH SWISS GOVERNMENT FINANCING AMOUNTING TO \$190,655.00 TO ASSIST IN A SPECIAL PROGRAM FOR RURAL WOMEN THROUGH A PILOT CRAFT TRAINING PROJECT IN PUNJAB PROVINCE. IN ITS FIRST PHASE THE PROJECT WILL CONCENTRATE ON THE CARPET WEAVING TRADE. THIS PROJECT IS ONE OF SEVERAL BEING CONSIDERED BY THE ILO TO ASSIST THE GOP'S HIGH PRIORITY PROGRAM OF INTEGRATE RURAL DEVELOPMENT. GOP APPROVAL OF THE PROJECT HAS BEEN DELAYED PENDING CLEARANCES AT THE PROVINCIAL LEVEL.

13) MINES RESCUE AND SAFETY IN BALUCHISTAN AND PUNJAB PROVINCES. THE ILO, WITH FINANCIAL ASSISTANCE FROM THE NORWEGIAN DEVELOPMENT AGENCY AMOUNTING TO \$835,600.00 PLANS A PROJECT TO PROVIDE EXPERTISE AND EQUIPMENT IN IMPROVING MINES RESCUE AND SAFETY IN THE TWO PROVINCES. THE PROJECT HAS GENERATED MUCH INTEREST IN THE MINISTRY OF LABOR WHICH IS CONCERNED ABOUT THE HIGH LEVEL OF MINE ACCIDENTS IN THE COUNTRY. LAST YEAR 122 LIMITED OFFICIAL USE

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MINERS WERE KILLED WHILE ON THE JOB. AS ENVISIONED BY THE GOP, THE FUNDS FOR THIS PROGRAM WILL BE USED TO EQUIP TWO MINE SAFETY RESCUE CENTERS, ONE EACH IN BALUCHISTAN AND PUNJAB AND TRAIN PERSONNEL TO MAN THE CENTERS AND IN THE USE OF THE EQUIPMENT.

14) TO MEET PAKISTAN'S NEED FOR SKILLED HUMAN RESOURCES THE ILO IS FORMULATING A PROJECT TO ASSIST THE GOP IN IMPLEMENTING THE FEDERAL SKILLS DEVELOPMENT PROGRAM. THIS PROGRAM HAS BEEN DEvised BY THE GOP TO PROVIDE VOCATIONAL TRAINING TO UNSKILLED WORKERS. THE GOP PLANS TO EVENTUALLY OPEN VOCATIONAL SCHOOLS IN ALL MAJOR CITIES IN PAKISTAN WITH A LONG TERM GOAL OF TRAINING 30,000 WORKERS ANNUALLY. TWO GOP FINANCED PILOT PROJECTS HAVE BEEN STARTED IN LAHORE AND PESHAWAR. THE ILO PROJECT HAS BEEN INCLUDED IN THE UNDP COUNTRY PROGRAM AND INVOLVES AN INPUT OF NEARLY TWO MILLION DOLLARS. THE PROPOSAL IS PRESENTLY UNDER CONSIDERATION BY THE GOP.

15) ILO LABOR AND POPULATION EDUCATION. FUNDING IN THE AMOUNT OF \$443,194.00 FOR THIS PROPOSED ACTIVITY IS BEING SOUGHT FROM A BILATERAL SOURCE. THE LONG RANGE OBJECTIVE OF THIS PROJECT IS TO ASSIST THE GOP IN ITS OBJECTIVE OF MODERATING POPULATION GROWTH BY DEVELOPING THE ACTIVE SUPPORT AND CONTIN-

URING PARTICIPATION OF THE INSTITUTIONS IN THE ORGANIZED SECTOR  
TO THE NATIONAL FAMILY PLANNING PROGRAM THROUGH A SUSTAINED  
PROGRAM OF LABOR AND POPULATION EDUCATION.

16) IN ADDITION TO THE ABOVE LISTED PROJECTS AND PROPOSED  
PROJECTS THE ILO OFFICE HERE HAS BEEN ACTIVE IN TRANSLATING  
INTO URDO ILO PUBLICATIONS AND OTHER PUBLICATIONS THAT RELATE TO  
LABOR AND MANPOWER AFFAIRS. THE OFFICE HAS ALSO SPONSORED  
SEMINARS, STUDY TOURS, WORKSHOPS, ETC. FOR GOVERNMENT, LABOR AND  
EMPLOYERS. SIMILAR ADDITIONAL ACTIVITIES ARE PLANNED FOR THIS  
YEAR.

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6. CONCLUSIONS. GIVEN THE RELATIVE LOW PRIORITY THE GOP PLACES  
ON LABOR AND MANPOWER AFFAIRS, THE ILO PROGRAM IN PAKISTAN HAS  
REMAINED MODEST, AND THE IMPACT OF ITS ACTIVITIES HAS NOT BEEN  
GREAT. WHILE MINISTRY OF LABOR OFFICIALS SUPPORT THE ILO'S  
EFFORTS IN PAKISTAN, SENIOR LEVEL OFFICIALS OF THE GOP REMAIN  
INDIFFERENT. AS A RESULT APPROVAL AND IMPLEMENTATION OF ILO  
FUNDED/SUPPORTED PROJECTS REMAINS SLOW. THE ILO OFFICE HRE IS  
AWARE OF THE GOP'S VIEWS AND HAS CONSEQUENTLY DEVISED MODEST  
PROJECTS WITH LIMITED GOALS. AS A RESULT ILO PROJECTS HERE HAVE  
HAD A MODICUM OF SUCCESS IN SPECIFIC AREAS ALTHOUGH THEY HAVE  
FAILED TO INCREASE THE AWARENESS OR INTEREST OF SENIOR GOP  
OFFICIALS IN THIS FIELD. IN THIS REGARD THERE IS CAUSE FOR  
DISAPPOINTMENT. THEIR LACK OF INTEREST IS LIKELY TO CONTINUE  
FOR THE FORESEEABLE FUTURE. IN THE MEANTIME THE ILO OFFICE HERE  
IS ATTEMPTING TO COORDINATE MANY OF ITS PROGRAMS WITH THE GOP'S  
INTEGRATED RURAL DEVELOPMENT PROGRAM. THE ILO'S SUCCESS WILL  
BE MEASURED BY THE EXTENT TO WHICH IT CAN SUCCESSFULLY DEVISE  
PROJECTS THAT ARE IN LINE WITH PAKISTAN'S OWN DEVELOPMENT PLANS

SO THAT THE PROJECTS GET THE ATTENTION FROM THE GOP NEEDED TO  
INSURE THEIR SUCCESSFUL COMPLETION.  
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## Message Attributes

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